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SPECIAL COMMITTEE ON PEACE-KEEPING
OPERATIONS

COMPREHENSIVE REVIEW OF THE WHOLE QUESTION OF PEACE-KEEPING OPERATIONS IN ALL THEIR ASPECTS

Report of the Secretary-General

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* Reply submitted on behalf of the Governments of Denmark, Finland, Iceland, Norway and Sweden.

** Reply submitted on behalf of the 12 States members of the European Community.

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INTRODUCTION

1. The General Assembly, at its forty-eighth session, adopted resolution 48/42 of 10 December 1993, entitled "Comprehensive review of the whole question of peace-keeping operations in all their aspects". In paragraph 81 of the resolution, the Assembly invited Member States to submit further observations and suggestions on peace-keeping operations to the Secretary-General by 1 March 1994, outlining practical proposals on specific items in order to allow for more detailed consideration by the Special Committee on Peace-keeping Operations. In paragraph 82 of the resolution, the Assembly requested the Secretary-General to prepare, within existing resources, a compilation of the above-mentioned observations and suggestions and to submit it to the Special Committee on Peace-keeping Operations by 30 March 1994.

2. Pursuant to that invitation, the Secretary-General on 7 January 1994 addressed a note to the Governments of Member States referring to the resolution and reminding them of the invitation contained therein, and requested them to submit any further observations and suggestions to the Secretary-General no later than 1 March 1994.

3. The replies received from Member States as at 15 March are given below. Any further replies will be issued as addenda to the present document.

REPLIES RECEIVED FROM GOVERNMENTS

DENMARK

[Original: English]

[1 March 1994]

1. General remarks

The Nordic countries have always supported United Nations peace-keeping activities and are committed both politically and in terms of providing resources.

This commitment was most recently manifested in the Nordic initiative, which later became resolution 48/43 of 10 December 1993, on strengthening United Nations command and control capabilities. In the resolution, which, we are pleased to note, was adopted by consensus, the Secretary-General is called upon, in cooperation with the members of the Security Council, troop-contributing countries and other interested Member States:

(a) To review thoroughly and take urgent steps to strengthen present arrangements for political direction, military command and control and to improve coordination with humanitarian and civilian aspects of peace-keeping operations, both at United Nations Headquarters and in the field;

(b) To strengthen existing arrangements for consultation and exchange of information at an early stage between the Secretary-General and troop-contributing countries and to hold such consultations in the presence of members of the Security Council, as appropriate, for the planning, management and coordination of peace-keeping operations.

Finally, the Secretary-General is called upon to report to Member States on the steps taken in this regard before the forthcoming session of the Special Committee on Peace-keeping Operations. The Nordic countries are looking forward to this report.

In spite of the ongoing efforts to improve the overall functioning of the United Nations and its peace-keeping activities, new trends in the peace-keeping operations have highlighted deficiencies that require improvements. Many proposals have been put forward in this regard. The Nordic countries realize that the Secretariat as well as Member States need to take stock of these proposals. A period of consolidation is called for.

2. Suggestions for the Special Committee on Peace-keeping Operations

The Nordic countries will, therefore, propose a limited number of items for consideration in the upcoming session of the Special Committee. These items are:

(a) Resources and finances;

(b) Organization and effectiveness;

(c) Guidelines;

(d) Other matters.

(a) Resources and finances

The Nordic countries note with regret that the Peace-keeping Reserve Fund established in December 1992 is depleted. We strongly believe that the Peace-keeping Reserve Fund should be made fully operational and made to work according to its original purpose.

The Nordic countries further support the recommendation that the Secretary-General be permitted to obligate up to 20 per cent of the initial estimated cost of a peace-keeping operation once it is approved by the Security Council, but while the budget of the operation is still being considered by the Advisory Committee on Administrative and Budgetary Questions and the General Assembly. We encourage ongoing efforts to develop standardized cost estimates and other measures to improve and speed up submission of budget proposals for peace-keeping operations.

The overall financial situation of the United Nations peace-keeping operations is also of great concern to us. Action must be taken to ensure

adequate financing for the peace-keeping operations, based on the principle of collective responsibility, through payment of assessed contributions in full and on time. In this regard, we welcome the decision to finance the United Nations Peace-keeping Force in Cyprus (UNFICYP) and the United Nations Protection Force (UNPROFOR)/Bosnia Herzegovina Command through assessed contributions.

We reiterate our demand that the problem of reimbursing all outstanding dues to troop-contributing countries be solved soon.

The Nordic countries once again stress the need to delegate increased financial and administrative authority to the Force Commander or the Special Representative for a multi-component mission as a way of enhancing the performance of a mission. In this context, the Nordic countries call again for an urgent review of the applicable United Nations financial and administrative regulations concerning peace-keeping operations in order to increase the missions' capacity to adjust to new situations and specific requirements.

The Nordic countries hope that the Secretary-General's review of the rates of reimbursement for depreciation of contingent-owned equipment can be finalized as soon as possible, thus establishing a mechanism for automatic reimbursement to the troop-contributing countries.

The Nordic countries recommend that measures be taken to ensure timely provision of basic peace-keeping equipment, including basic personnel safety equipment, inter alia, by developing a limited revolving reserve, taking into account the availability of existing equipment from previous missions.

(b) Organization and effectiveness

The Nordic countries welcome the recent achievements with regard to the organization and effectiveness, as well as strengthening, of the Secretariat. We look forward to the report of the Secretary-General requested by the Security Council in its presidential statement of 28 May 1993 (S/25859), containing specific new proposals for further enhancing the capabilities of the United Nations in the field of peace-keeping.

We support the establishment by the Secretariat of the planning team to draw up a plan for the United Nations stand-by forces and are looking forward to the report to be issued by the end of March 1994. We hope it will help the United Nations to respond quickly to demands for rapid deployment in conflict areas of peace-keeping forces, as well as civilian experts and civilian police.

We also welcome the establishment of a focal point for training as well as the de-mining expert and the Senior Police Adviser in the Department of Peace-keeping Operations.

The Nordic countries suggest once again that job descriptions for the de-mining expert, the training expert and the Senior Police Adviser, as well as the other desk officers in the Department of Peace-keeping Operations, should be provided to Member States, thus facilitating maximum cooperation from all parties involved.

The Nordic countries expect that the full potential of the transfer of the Field Operations Division to the Department of Peace-keeping Operations will be realized.

We hope that a unified and integrated structure within the Secretariat can be established together with clear lines of responsibility and accountability, which are essential for the effective and efficient management of peace-keeping operations.

The Nordic countries stress the importance of coordination as regards all aspects of the planning process. In this regard, we place special emphasis on full coordination with the emergency relief coordinator, as well as with the Special Representatives and Force Commanders. To this end, the Nordic countries once again invite the Secretary-General to consider means whereby Special Representatives, Force Commanders and other key personnel of newly approved missions are identified and involved in the planning process at the earliest possible time.

Stressing the importance of the civilian component in peace-keeping operations, the Nordic countries suggest that Member States set up, on a stand-by basis, pools of civilian experts, who have relevant experience in humanitarian affairs, human rights, election monitoring, constitutional law, civilian administration, police work, etc., and make these resources available to the United Nations.

The Nordic countries have always highlighted the importance of training peace-keeping personnel (civilian, civilian police and military). We believe it necessary or the United Nations to actively assist Member States in this regard, i.e. by producing guidelines, manuals, etc., as well as by training national trainers.

Furthermore, the Nordic countries once again request the Secretary-General to consider establishing a training programme for key staff personnel of peace-keeping operations with a view to creating a pool of trained personnel with knowledge of the United Nations system and its working procedures.

(c) Guidelines

The Nordic countries welcome General Assembly resolution 48/37 of 9 December 1993 whereby the Ad Hoc Committee was established that currently is elaborating an international convention dealing with security and safety of United Nations and associated personnel. The Special Committee should, however, still consider concrete, practical measures to improve the security and safety of United Nations personnel.

The Nordic countries consider the model status-of-forces agreement for peace-keeping operations (A/45/594, annex, of 9 October 1990) to be a very important document for the creation of a well-defined working relationship between the United Nations and the host country.

The model is intended to serve as a basis for the drafting of individual agreements to be concluded between the United Nations and the countries on whose territory peace-keeping operations are deployed.

Regrettably, such individual agreements have not been concluded, giving rise to problems and uncertainty for the daily conduct of operations in the field. The Nordic countries, therefore, once again urge the Secretariat to increase its efforts to finalize the status-of-forces agreement at a very early stage, preferably before deployment of a peace-keeping force.

The Nordic countries also consider the model agreement between the United Nations and Member States contributing personnel and equipment to United Nations peace-keeping operations (A/46/185 and Corr.1, annex, of 23 May 1991) to be very important for creating a well-defined working relationship between the United Nations and the various contributing countries as regards civilian personnel, civilian police and military personnel.

As peace-keeping operations become increasingly complex, the need for such individual agreements becomes even more pressing. Therefore, the Nordic countries once again urge the Secretariat to increase its efforts to finalize agreements with all contributing Member States.

The Nordic countries welcome the Secretary-General's decision to formulate a United Nations logistics doctrine and standard operational procedures. We are looking forward to the results of these efforts and hope it will enhance the standardization of the very complex logistic support.

(d) Other matters

The Nordic countries welcome the increased flow of information from the Secretariat to Member States. We are also pleased to note the increased number of briefings on current operations with the participation of the members of the Security Council. We expect these trends to continue. It is worth stressing the importance of keeping troop contributors regularly informed, in particular on issues related to the security and safety of personnel.

Once again the Nordic countries would like to stress the need to receive on a regular basis a performance report of those peace-keeping operations which have open-ended mandates.

GREECE

[Original: English]

[11 March 1994]

The European Union has on numerous occasions underlined the great importance it attaches to the effective use of peace-keeping operations by the United Nations in order to help maintain international peace and security - an importance which is underscored by the substantial contribution of its member

States to United Nations peace-keeping operations in terms of personnel, equipment and financing.

The continued growth in the number of these operations, their total cost and their expanded tasks and responsibilities have presented the United Nations and its Member States with great challenges, not least in terms of their planning and management. The European Union has frequently made clear its support for the attempts of the Secretary-General to modernize and strengthen the Department of Peace-keeping Operations.

The European Union eagerly awaits the report of the Secretary-General requested by the Security Council in its presidential statement of 28 May 1993 (S/25859) containing specific new proposals for further enhancing the capabilities of the United Nations in the field of peace-keeping operations and taking into account the detailed observations submitted by certain members of the Union. In this respect, the European Union would be grateful to receive, during the forthcoming session of the Special Committee on Peace-keeping Operations, details on the administrative changes made so far within the Secretariat, as well as those that are being envisaged.

Against this background, the European Union would suggest that the following issues be given particular consideration at the forthcoming session of the Special Committee:

(a) The need for a common United Nations command and control structure and for a clear and precise formulation of the missions' mandates by means of written guidelines;

(b) The further development of the Planning Section and the embryonic Policy and Analysis Unit within the Department of Peace-keeping Operations;

(c) Ways in which the work on a United Nations logistics manual can most effectively be pursued and brought to a successful conclusion;

(d) The importance of the civilian component of United Nations peace-keeping operations (including in areas such as policing, humanitarian relief, the protection of human rights, election monitoring and civilian administration) and ways to pool Member States resources more effectively in those areas;

(e) The compilation by the Secretariat, following the efforts of the stand-by forces planning team, of a list of units and resources that Member States could put at the disposal of the United Nations on a case-by-case basis, bearing in mind the characteristics of each peace-keeping operation. We look forward to receiving details on these efforts;

(f) A review of efforts to elaborate a United Nations doctrine relevant to modern peace-keeping operations, taking into account their mandates and the relationship between military, civil and humanitarian aspects;

(g) Active assistance by the United Nations in training for peace-keeping personnel through guidelines, training for national trainers and the training of key staff personnel at United Nations Headquarters.

As an integral part of the planning of United Nations operations, appropriate measures need to be taken to ensure the security and safety of United Nations peace-keeping personnel. The European Union welcomes the fact that this important issue will be addressed at the forthcoming session of the Ad Hoc Committee on the elaboration of an international convention dealing with the safety and security of United Nations and associated personnel.

The European Union also welcomes the intention of the Committee on Information to examine means of developing a more proactive public information function in peace-keeping operations.

The member States of the European Union may provide additional analysis and suggestions on the basis of recent practical experience in peace-keeping operations, before or during the course of the upcoming session of the Special Committee.

The European Union looks forward to discussing further the work plan for the session at the customary organizational meeting prior to the start of the session of the Special Committee.

JAPAN

[Original: English]

[14 March 1994]

1. Establishment of regional training centres for peace-keeping personnel

In order to ensure the effectiveness of future peace-keeping activities, it is essential that participants be kept informed of United Nations rules and discipline, as well as of the experience and lessons gained from past operations and that communication be improved. The stand-by forces planning team has information regarding available personnel and equipment, but the training of personnel has been left to the troop-contributing countries.

The Government of Japan would, therefore, like to urge the Secretariat to assess further the current practice with regard to training and to arrange periodic training courses for peacekeepers utilizing available facilities. Japan encourages the establishment of regional training centres for that purpose as needed.

2. Strengthening the field headquarters of peace-keeping operations

The success of peace-keeping activities depends to a great extent upon the effective functioning of operation field headquarters. Among its most important functions are the gathering and analysis of information on military and political developments and public information activities in recipient nations. The Government of Japan urges the Secretariat to review these matters related to

the deployment of peace-keeping operations and to identify areas where improvements might be made in the functioning of headquarters from the viewpoints of personnel, finance and communication.

3. Review of fact-finding missions of peace-keeping operations

Pursuant to Security Council resolutions which call upon the Secretariat to dispatch fact-finding missions to recipient countries in order to design the details of operations suitable to the ongoing conflict, the Government of Japan urges the Secretariat to review all aspects of such missions to ensure that they are well organized, particularly in terms of expert personnel involved and time-frame.

4. Safety and security of peace-keeping personnel

The Government of Japan supports the Secretary-General's proposal (A/48/384-S/26358), which seeks to strengthen the coordinating offices responsible for the safety and security of peace-keeping personnel. The Government of Japan further proposes the following:

(a) Troop-contributing countries should be permitted to take appropriate measures for the safety of their troops in situations where the measures taken by the United Nations are inadequate;

(b) The Secretariat should be urged to compile information on attacks against peace-keeping personnel and identify further measures that the United Nations might take to ensure the safety of personnel. It would be helpful to make this information available in the form of a brochure;

(c) The Secretariat should be urged to devise pre-emptive measures to avoid possible risks to the safety of personnel. These might include strengthening public relations and education activities and establishing a framework with the relevant local authorities of the host country for the prompt collection of information and early warning of trouble.

MEXICO

[Original: Spanish]

[9 March 1994]

The Government of Mexico reaffirms that it regards peace-keeping operations as a means of attaining one of the principal purposes of the United Nations: the maintenance of international peace and security. Thus, it has demonstrated its interest in contributing to the satisfactory accomplishment of the tasks entrusted to such operations, inter alia, through the participation of a Mexican police contingent in the United Nations Observer Mission in El Salvador (ONUSAL).

The first priority of the United Nations should be to strengthen the machinery for the peaceful settlement of disputes set out in Chapter VI of the Charter of the United Nations.

Furthermore, peace-keeping operations and, in general, the actions envisaged in the report of the Secretary-General entitled "An Agenda for Peace" (A/47/277-S/24111), some of which have already been put into effect, should adhere strictly to those general principles that meet with the broadest consensus among Member States, including the prior consent of the parties to the conflict, impartiality and non-combatant status.

In particular, the Government of Mexico wishes to point out that it is important for peace-keeping operations to be conducted by forces under the direct control of the Secretary-General and for them to be authorized by a specific decision of the Security Council which enjoys the full support of the international community. In its turn, the Council should precisely define the mandate of each operation, setting clear political objectives and well-established time-limits. Missions for the verification of elections, for the monitoring of human rights, for providing humanitarian assistance or for the repatriation of refugees should be undertaken only as part of a process of peacemaking.

The Government of Mexico has set out below a number of observations and suggestions of a practical nature, most of them based on the experience of the Mexican police contingent in ONUSAL:

(a) Training of civilian, police or military personnel

The increase in the number and scale of peace-keeping operations has entailed the participation of many States that had not previously been involved in such missions. The United Nations has not formulated an instruction programme for the forces involved in peace-keeping operations, nor has it set up a training school for instructors, so that each State has had to devise its own system of instruction. Consideration might be given to the establishment of a training programme based on a common course of instruction for contingents participating in peace-keeping operations which would include, an introduction to the philosophy and principles of peace-keeping operations, a grounding in the Organization's procedures and logistics and information on the functions of observers and on the theatre of operations;

(b) Distribution of command functions

It would be desirable to distribute basic command functions more equitably in accordance with criteria relating both to the size and nationality of contingents and to their academic training and occupational profile, thus avoiding any political bias;

(c) Cultural identity

A prior evaluation should be made of the cultural identification of peace-keeping contingents and of the extent to which they fit in with and accept the local population. In the light of the foregoing, consideration might be given to the advantage, in appointing senior officials for operations, of their being able to identify with the specific characteristics of the host society;

(d) Regulatory and administrative matters

It would be desirable to strengthen the regulatory provisions governing the personal and professional conduct of members of contingents and to establish administrative arrangements to provide an appeals procedure for persons who are disciplined for infringements of regulations;

(e) Headquarters agreements

It would be desirable to spell out, in the agreements concluded by the United Nations with receiving States, the privileges and immunities of mission members in order to facilitate their discharge of their professional duties and to avoid unnecessary incidents;

(f) Information

It would be useful to provide full and clear information, on an ongoing basis, especially within receiving States, regarding the nature, scope and objectives of missions. Information units can play an important role in allaying the natural sensitivities aroused by the presence of foreign contingents and offsetting negative campaigns waged by certain interest groups;

(g) Duration of stay of contingent personnel

It is not advisable for personnel to remain for periods exceeding 12 months, as they may begin to form part of the local community, and thus lose their objectivity and impartiality. Accordingly, the rotation of staff is considered necessary;

(h) Image

The mission's public image should be preserved, and it would therefore be advisable for members to maintain a low and discreet profile in their private activities. Furthermore, the uniforms of contingents assigned to missions should be the same: an identical uniform might be used with distinguishing marks identifying the wearers as forming part of the United Nations;

(i) Financing

The increasingly heavy financial burden borne by the United Nations for the deployment and maintenance of peace-keeping operations might soon place Member States in the dilemma of having to choose between paying their assessment to the regular budget of the Organization and paying their assessment for peace-keeping. The Government of Mexico is convinced that the financing of operations

is a collective responsibility of Member States. In financial matters, however, the permanent members of the Security Council have the main responsibility, in proportion to their prerogatives and obligations for the maintenance of international peace and security. Accordingly, the Government of Mexico favours the application of the special system of apportionment, in accordance with General Assembly resolution 1874 (S-IV), adopted by the Assembly on 27 June 1963 at its fourth special session, and of exploring alternative financial arrangements of a voluntary nature. Lastly, peace-keeping operations should not continue indefinitely, since that would not only entail the risk of their becoming obsolete or being deflected from their objectives but would also result in an exponential growth in their funding requirements. A termination date for the mandate of operations should therefore be set, after which financial responsibility should pass to the parties involved.

TURKEY

[Original: English]

[23 February 1994]

With the end of the cold war, a new kind of United Nations is being formed and moulded.

A need has arisen to enhance the role of the peace-keeping operations of the United Nations in this new era.

In accordance with the realities of this post-cold-war era, the United Nations felt obliged to play a more crucial role in the maintenance of international peace and security, through its blue helmets, who are deployed on every continent. The character of peace-keeping operations has also changed.

Turkey, taking into consideration the reality that every conflict is unique and shaped by the historical, ethnic and social experiences of its parties, firmly believes that peace-keeping operations should rest on a clearly defined, practicable and appropriate mandate. It should also allow sufficient flexibility for the force to be in a position to respond in a timely fashion to the developing situation and to unforeseen circumstances.

A mandate to a peace-keeping operation should be carefully drawn and tailored to the unique realities and imperatives of the situation.

A peace-keeping operation should assist and support the efforts of the parties aimed at a political solution. The negotiating table must be an aim and must be included in the concept of an operation. In other words, a peace-keeping operation should be supplemented by efforts to promote confidence-building measures.

Political, military, humanitarian and other objectives of an operation must be established and defined clearly at the outset.

The mandate for peace-keeping operations, including those that have continued longer than expected, should be reviewed periodically to determine whether they continue to be relevant. When necessary, a mandate that no longer corresponds to the prevailing situation should be modified so that peace-keeping forces operate with maximum efficiency. Their degree of effectiveness should also be reviewed and, if appropriate, they should be streamlined in keeping with the goal of minimizing their costs.

Troop-contributing countries must be prepared for the result of the mandate, such as violence and loss of life, and subordinate their troops to the unity of command of the operation. National Governments must not interfere with the authority of the Force Commander in the mission area.

The United Nations must also have the technical means to run modern, up-to-date peace-keeping operations. We welcomed the creation of a genuine United Nations peace-keeping headquarters with a planning staff; however, there must be enough expert staff in this unit and they must have access to timely intelligence. A logistics unit must be deployed on an urgent basis and the modern operations centre should have the necessary global communications capabilities.

Relevant divisions in the Secretariat need to be supported by staff who are skilled in political and military analysis and who have in-depth knowledge of the cultural, political and historical background of the countries in the region. At the same time, the flow of information between operations in the field, United Nations Headquarters and all Permanent Missions of troop contributors should be improved through increased use of modern communications technology.

Stand-by forces should be established and should receive standard training. Prior to assigning these forces to an operation, necessary information on the culture, religion, language, climate, topography, customs, etc., must be given to them.

A joint action plan must be prepared by the political, humanitarian and military units of the operation. The activities of international or regional non-governmental organizations must be coordinated.

Financing of peace-keeping operations must be carried out in a manner that takes equally into account the need to ensure the effectiveness of such operations and the financial possibilities of Member States.

A contingency fund for peace-keeping operations would constitute an important step towards solving the question of financing.

The United Nations should be in a position financially to prepare, launch and carry out these operations on a sound basis.

We strongly support the proposals of the Secretary-General, in his report entitled "An Agenda for Peace", to deal with cash-flow problems, such as taxing arms sales, as well as the proposals regarding the retention of budgetary

surpluses, the increase in the Working Capital Fund, authorizing commercial borrowing and establishing a Peace Endowment Fund.

There are possibilities for more active involvement in financing, along with United Nations Member States, through additional voluntary contributions, including those from private corporations, which would substantially benefit from the settlement of conflicts and the restoration of normal trade and economic flows.

No peace-keeping operation can fulfil its mandate in the absence of full cooperation with the relevant parties to a conflict. Cooperation must begin with obtaining the consent of the parties.

The increase in the number of troop-contributing countries in recent operations is an encouraging sign for the universal support given to peace-keeping efforts. Wider geographic representation in these operations will further encourage participation from countries that do not have the experience.

We believe that the views of troop-contributing countries to a peace-keeping operation should be taken into account by the Security Council.

It is our view that direct, close and constructive consultations between the members of the Security Council and troop-contributing countries would be useful for the effectiveness of the operations.